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Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 SMS-01 L-03 CA-01 CPR-03 VO-05
SS-15 /041 W
----------093974 150233Z /62
R 012242Z AUG 78
FM AMEMBASSY MOSCOW
TO SECSTATE WASHDC 5023
INFO AMCONSUL LENINGRAD

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C O R R E C T E D C O P Y TEXT

E.O. 11652: N/A
TAGS: CVIS, PDIP, UR, US
SUBJECT: EMBASSY RAISES KAP EXIT POINTS ISSUE

1. DURING JULY 21 CALL ON MFA USA DIVISION DEPUTY DIRECTOR ISAKOV, POL COUNSELOR REFERRED TO THE EMBASSY'S NOTE OF DECEMBER 10, 1976 AND SUBSEQUENT CONVERSATIONS WITH THE MINISTRY REQUESTING THAT U.S. DIPLOMATIC PERSONNEL ASSIGNED TO THE KIEV ADVANCE PARTY AND THEIR DEPENDENTS BE AUTHORIZED TO EXIT AND ENTER THE SOVIET UNION BY AIR AT KIEV AS SUBSTITUTE FOR LENINGRAD. POL COUNSELOR NOTED THAT SOVIET SIDE HAD ORIGINALLY ISSUED VISAS TO KAP PERSONNEL WHICH INCLUDED KIEV AS AN EXIT/ENTRY POINT. (COMMENT: IN FACT, THE SOVIETS ADDED KIEV WITHOUT DELETING LENINGRAD.) IN MID-JULY, HOWEVER, DESPITE OUR RECENT REQUESTS, THE SOVIET VISAS OF THREE U.S. DIPLOMATS ASSIGNED TO KIEV (NEW KAP CHIEF SCHWARTZ, MILLS, SAMBAIEW) AND THEIR DEPENDENTS WERE ANNOTATED TO OMIT KIEV AND PERMIT EXIT/ENTRY AT ONLY LENINGRAD, VYBORG AND MOSCOW. POL COUNSELOR SAID HE DID NOT WISH TO GET INTO A DISCUSSION OF THE CURRENT STATUS OF THE CONSULAR
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TALKS, IN WHICH WE HAD LONG AGO SUGGESTED THAT EACH SIDE DESIGNATE TEN EXIT/ENTRY POINTS. HOWEVER, WE REGARD THE RETROGRESSION ON KIEV ENTRY/EXIT ISSUE AS VERY SERIOUS. PERSONNEL ASSIGNED TO A PARTICULAR SOVIET CITY, SUCH AS KIEV, SHOULD BE PERMITTED TO ENTER AND LEAVE THE USSR FROM THAT CITY BY AIR JUST AS SOVIET DIPLOMATS IN NEW YORK. WE DO NOT

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UNDERSTAND WHY KIEV CANNOT BE SUBSTITUTED FOR
LENINGRAD.

2. ISAKOV ASKED WHETHER THE EMBASSY HAD EVER
RECEIVED AN OFFICIAL ACKNOWLEDGEMENT OF THE EMBASSY'S
DECEMBER 1976 NOTE. POL COUNSELOR ANSWERED THAT HE
WAS NOT AWARE THAT WE HAD (COMMENT: WE NEVER DID),
BUT, MORE IMPORTANTLY, UNTIL JULY OF THIS YEAR
KIEV HAD BEEN DESIGNATED AS AN EXIT/ENTRY POINT IN
THE VISAS OF THE MEMBERS OF OUR ADVANCE PARTY. ISAKOV
THEN SAID THE MINISTRY WOULD HAVE TO LOOK INTO THE
MATTER. THE PEOPLE IN KIEV HAD THREE EXIT/ENTRY POINTS
LIKE EVERYONE ELSE, AND OTHER ALTERNATE POINTS COULD
BE DISCUSSED AT THE CONSULAR TALKS. HE ADDED THAT HE
WAS NOT FAMILIAR WITH THE PRACTICE REGARDING THE
PREVIOUS GROUP OF U.S. DIPLOMATS IN KIEV, AND THAT
HE WOULD HAVE TO CHECK WITH THE CONSULAR ADMINISTRATION
ON WHETHER IT WOULD WISH TO REINSTITUTE THE EARLIER
PRACTICE (I.E., INCLUDING KIEV) AS AN ADDITIONAL
POINT OR START ANEW.

3. POL COUNSELOR SAID THAT IN THE NEW SITUATION,
IT WOULD BE ANALOGOUS FOR THE SOVIET ADVANCE PARTY
IN NEW YORK NOT TO HAVE AN EXIT/ENTRY AT THAT CITY.
ISAKOV INTERJECTED THAT "EVERYONE" HAD NEW YORK AS
A DESIGNATED EXIT/ENTRY POINT. CONTINUING, POL
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COUNSELOR SAID THAT IF AN OFFICER OR DEPENDENT
ASSIGNED TO KIEV REQUIRED EMERGENCY MEDICAL EVACUATION,
WE WOULD NOW HAVE TO OBTAIN PERMISSION BY TRAVEL NOTE
TO TRAVEL TWELVE HOURS ON A TRAIN TO MOSCOW BEFORE
BEING EVACUATED. ON A WEEKEND EMERGENCY TWO OR THREE
DAYS MIGHT BE LOST. WE HAVE RAISED THIS SUBJECT
BEFORE, AND IN TWO SUBSEQUENT INSTANCES KIEV HAD NOT
BEEN AUTHORIZED FOR ENTRY AND EXIT BY OUR PERSONNEL
THERE. IF THIS IS THE FINAL SOVIET RESPONSE, THE
EMBASSY WILL SOON RECOMMEND TO WASHINGTON THAT THE
VISAS FOR THE SOVIET ADVANCE PARTY IN NEW YORK BE
ADJUSTED ACCORDINGLY.

4. ISAKOV SAID THAT WOULD BE DISCRIMINATORY. ALL
SOVIET DIPLOMATS HAVE NEW YORK AS AN EXIT POINT
WHEREAS THE U.S. SIDE IS ASKING FOR SOMETHING EXTRA.
POL COUNSELOR SAID THE U.S. SIDE WAS ONLY ASKING FOR
SOMETHING IN SUBSTITUTION, I.E., KIEV INSTEAD OF
LENINGRAD FOR THE KIEV ADVANCE PARTY. ISAKOV THEN
SAID HIS ANSWER WAS NOT FINAL AND THAT IT WAS NOT FOR
HIM TO DECIDE. HE REITERATED THAT HE WOULD HAVE TO
CHECK WITH THE CONSULAR ADMINISTRATION. POL COUNSELOR

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ASKED THAT THIS BE DONE AS QUICKLY AS POSSIBLE
AS THE MATTER COULD BECOME URGENT. ISAKOV SAID YES,
A REPLY MIGHT EVEN BE GIVEN BY PHONE.

5. DURING CALL ON USA DIVISION FIRST SECRETARY
BABENKO ON ANOTHER MATTER JULY 28, ACTING POL
COUNSELOR ASKED IF MFA HAD A REPLY TO POL COUNSELOR
BROWN'S INQUIRY OF JULY 21. BABENKO SAID HE COULD
ONLY REPEAT HIS UNDERSTANDING OF THE BROWN-ISAKOV
DISCUSSION: THE MATTER IS ESSENTIALLY A CONSULAR
QUESTION, AND WHAT THE U.S. SIDE WANTS IS AN ADDITIONAL
EXIT POINT FOR ITS KAP PERSONNEL. ACTING POL

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ACTION EUR-12

INFO OCT-01 ISO-00 SMS-02 L-03 CA-01 CPR-03 VO-05
SS-15 /042 W
----------038096 012341Z /66
R 012242Z AUG 78
FM AMEMBASSY MOSCOW
TO SECSTATE WASHDC 5024
INFO AMCONSUL LENINGRAD

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COUNSELOR STRESSED THAT EMBASSY WAS NOT REQUESTING AN
ADDITIONAL EXIT POINT FOR ITS PERSONNEL IN KIEV,
BUT SIMPLY THAT ONE OF THE THREE EXIT POINTS FOR
KAP PERSONNEL BE KIEV ITSELF. BABENKO UNDERTOOK
TO LOOK INTO THE QUESTION.

6. ACTING POL COUNSELOR AGAIN RAISED MATTER DURING
CALL ON USA DIVISION COUNSELOR ZAYTSEV ON ANOTHER
MATTER JULY 31. ZAYTSEV SAID MATTER WAS UMDER REVIEW
WITHIN MFA AND THAT U.S. WOULD RECEIVE SOVIET RESPONSE
IN NEAR FUTURE. ZAYTSEV APPEARED TO BE UNDER
IMPRESSION THAT SOVIET PERSONNEL IN U.S. HAD ONLY
TWO EXIT/ENTRY POINTS -- NEW YORK AND WASHINGTON.
ACTING POL COUNSELOR REMINDED HIM THAT ROUSH'S POINT
WAS THE THIRD.

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7. COMMENT: IT IS OUR IMPRESSION THAT THE SOVIETS WILL NOT BUDGE ON THIS ISSUE UNLESS WE KEEP THE PRESSURE ON. THE ASSERTION THAT WE "ARE ASKING FOR SOMETHING EXTRA" SUGGESTS THAT THEY MAY HOPE TO GET "SOMETHING EXTRA" AS WELL. WE SEE NO REASON TO MAKE ANY CONCESSIONS IN THIS INSTANCE, AND SUGGEST
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THAT IF MFA DOES NOT INDICATE WILLINGNESS TO RESOLVE ISSUE SATISFACTORILY WITHIN NEXT TWO WEEKS, DEPARTMENT CONSIDER RAISING ISSUE WITH SOVIET EMBASSY IN WASHINGTON.

8. IN DISCUSSIONS WITH SOVIET EMBASSY, IF THEY SHOULD BECOME NECESSARY, WE BELIEVE DEPARTMENT'S POSITION SHOULD BE THAT IF MATTER CANNOT BE RESOLVED SATISFACTORILY, DEPARTMENT ON GROUNDS OF RECIPROCITY WILL HAVE TO WITHDRAW NEW YORK AS EXIT/ENTRY POINT FOR SOVIET ADVANCE PARTY AND SUBSTITUTE ANOTHER, LESS CONVENIENT POINT. SOVIETS WILL NO DOUBT OBJECT THAT SINCE ALL U.S. DIPLOMATS HAVE SAME THREE EXIT/ENTRY POINTS IN USSR, IDENTICAL PRINCIPLE SHOULD APPLY TO SOVIET DIPLOMATS IN U.S. WE BELIEVE DEPARTMENT'S POSITION WOULD BE SOLIDLY BASED IN ARGUING THAT ESSENTIAL PRINCIPLE OF RECIPROCITY INVOLVED IS NOT THAT ALL DIPLOMATS HAVE SAME EXIT/ENTRY POINTS, BUT THAT ALL HAVE AS ONE POINT CITY IN WHICH DIPLOMATIC RESIDENCE TO WHICH THEY ARE ASSIGNED IS LOCATED, UNLESS SENDING SIDE REQUESTS OTHERWISE. THIS WOULD REQUIRE U.S. TO AUTHORIZE SAN FRANCISCO AS EXIT/ENTRY POINT FOR SOVIET CG PERSONNEL, IF SOVIETS DESIRE, A STEP WE BELIEVE WOULD BE IN U.S. INTEREST IF IT CONTRIBUTES TO RESOLVING THIS ISSUE EQUITABLY. THIS PROPOSAL HAS THE MERIT OF KEEPING THE ISSUE OF RECIPROCITY FOCUSSED PRIMARILY ON THE TWO ESTABLISHMENTS DIRECTLY AFFECTED -- THE ADVANCE PARTIES IN KIEV AND NEW YORK. TOON

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